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B1, 1.4(B), 1.4(D)

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TO AMEMBASSY ADDIS ABABA PRIORITY

C O N F I D E N T I A L STATE 027999

FOLLOWING BRUSSELS 01143 DTD JAN 30 SENT ACTION SECSTATE
WASHDC, INFO KIGALI, KINSHASA, BUJUMBURA, PARIS, USUN
NEW YORK BEING REPEATED TO YOU FOR YOUR ACTION

QUOTE: C O N F I D E N T I A L BRUSSELS 01143

DEPARTMENT FOR AF/RA AND AF/C

E.O. 12356: DECL: OADR
TAGS: PREL, PHUM, BE, RW, UN
SUBJECT: CONSULTATIONS OF SPECIAL COORDINATOR FOR RWANDA
 FRIEDMAN WITH BELGIAN MFA AND DEVELOPMENT AID
 OFFICIALS - JAN. 23-24

1. C - ENTIRE TEXT. SEE ACTION REQUEST IN PARA. 16.
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UNITED STATES DEPARTMENT OF STATE
REVIEW AUTHORITY: ARCHIE M BOLSTER
CLASSIFICATION: CONFIDENTIAL REASON: 1.4(B), 1.4(D)
DECLASSIFY AFTER: 3 FEB 2016
DATE/CASE ID: 29 JUL 2011 201005065

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SUMMARY

2. OFFICIALS FROM THE BELGIAN MFA AND THE SECRETARIAT FOR COOPERATION AND DEVELOPMENT BRIEFED SPECIAL COORDINATOR FOR RWANDA AMB. TOWNSEND FRIEDMAN ON JAN. 23-24. MFA DIRECTOR FOR POLITICAL AFFAIRS VAN DAELE INFORMED AMB. FRIEDMAN THE RWANDAN GOVERNMENT HAD REQUESTED THE BUJUMBURA CONFERENCE BE POSTPONED BY ONE WEEK TO ALLOW FOR EXTRA PREPARATION TIME. ALTHOUGH VAN DAELE EXPRESSED SATISFACTION WITH THE TENOR OF PM TWAGIRAMUNGU'S COMMENTS ON NATIONAL RECONCILIATION, HE CHARACTERIZED THE RWANDAN DELEGATION'S STATEMENTS AS "MINIMALIST". THE MFA BELIEVES THE GOR WILL HAVE TO BE PRESSED TO PROVIDE CONCRETE INFORMATION ON THE HOW AND WHEN OF RECONCILIATION AND REFUGEE RETURN.

3. [REDACTED]

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[REDACTED] OAU INTERCESSION IS ONE OF THREE ELEMENTS IN BELGIUM'S EFFORTS TO ENCOURAGE RECONCILIATION. THE OTHER TWO ELEMENTS INCLUDE URGING UNHCR TO TACKLE THE QUESTION OF RWANDAN REFUGEES IN BURUNDI AS SOON AS POSSIBLE AND SECURING THE REFUGEE CAMPS.

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[REDACTED]
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5. AT SEPARATE MEETING WITH SONIA GERLO, CHEF DE CABINET OF THE STATE SECRETARIAT FOR COOPERATION AND DEVELOPMENT,

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SHE SPOKE APPROVINGLY OF THE GENEVA MEETINGS. SHE SPECIFICALLY NOTED THE INCREASED PARTICIPATION OF INDIA AND JAPAN. GERLO CONSIDERS RWANDA'S STATEMENT OF GOOD INTENTIONS A FIRST STEP TOWARDS RECONCILIATION AND RECONSTRUCTION. IN AGREEMENT WITH VAN DAELE, GERLO BELIEVES THE NEXT PHASE WILL BE TO DEFINE THE CONDITIONS AND TIMING OF REFUGEE RETURNS. END SUMMARY.

6. SPECIAL COORDINATOR FOR RWANDA TOWNSEND FRIEDMAN MET OFFICIALS FROM THE BELGIAN MFA AND THE SECRETARIAT FOR COOPERATION AND DEVELOPMENT AT A WORKING LUNCH. AMB. FRIEDMAN SUBSEQUENTLY HELD MEETINGS WITH MFA DIRECTOR FOR POLITICAL AFFAIRS FRANS VAN DAELE AND SECRETARIAT FOR COOPERATION AND DEVELOPMENT CHEF DE CABINET SONIA GERLO. DEPUTY POLCOUNS DUBROW AND ECON OFFICER ROBERTS ALSO PARTICIPATED AS NOTETAKERS.

RWANDAN GOVERNMENT MAKES RIGHT NOISES BUT IS STILL
MINIMALIST IN ITS APPROACH TO RECONCILIATION

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7. AT THE REQUEST OF AMB. FRIEDMAN, MFA DIRECTOR VAN DAELE SUMMARIZED BELGIAN IMPRESSIONS OF THE RWANDA OPERATIONAL SUPPORT GROUP MEETING AND THE UNDP ROUNDTABLE. HE NOTED THE MFA HAD JUST BEEN INFORMED THAT THE RWANDAN GOVERNMENT HAD REQUESTED THAT THE CONVENING OF THE BUJUMBURA MEETING BE POSTPONED FOR ONE WEEK. THE GOR CLAIMED IT NEEDED MORE TIME TO PREPARE, BUT VAN DAELE THOUGHT THIS MIGHT BE A FACE-SAVING PLOY TO MOLLIFY THOSE WHO OPPOSED PARTICIPATION IN THE CONFERENCE. A ONE WEEK

DELAY WAS NOT SIGNIFICANT, HE OPINED.

8. VAN DAELE EXPRESSED OVERALL SATISFACTION WITH RWANDAN PRIME MINISTER TWAGIRAMUNGU'S STATEMENTS ON CONFIDENCE BUILDING MEASURES AND NATIONAL RECONCILIATION. THE RWANDAN DELEGATION HAD INITIALLY OPPOSED THE IDEA OF ENGAGING IN A NATIONAL DEBATE BUT HAD EVENTUALLY AGREED TO

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A NATIONAL DIALOGUE. THE RWANDANS DID NOT WANT TO BE LUMPED INTO THE SAME CATEGORY AS BURUNDI, WHICH DID INTEND TO LAUNCH A NATIONAL DEBATE. TWAGIRAMUNGU HAD NOT OBJECTED TO THE PRINCIPLE OF BROADENING THE GOVERNMENT'S BASE, EVEN ACCEPTING THE PREMISE OF MRND PARTICIPATION PROVIDED INDIVIDUAL MRND MEMBERS HAD NOT BEEN INVOLVED IN COMMITTING ACTS OF GENOCIDE.

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9. VAN DAELE CHARACTERIZED RWANDAN STATEMENTS ON RECONCILIATION AT THE GENEVA MEETINGS AS "JUST ABOVE THE MINIMUM THRESHOLD". PM TWAGIRAMUNGU HAD MADE THE RIGHT NOISES BUT THE RWANDA GOVERNMENT HAD TO BE MORE FORTHCOMING ABOUT WHO WOULD BE INVOLVED IN RECONCILIATION

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AND HOW AND WHEN IT WOULD TAKE PLACE. THE GOB, VAN DAELE SAID, HAD STILL NOT DECIDED WHETHER IT WOULD PRESS THE TOPIC AT THE BUJUMBURA CONFERENCE OR WAIT. "MY INSTINCT", HE ADDED, "IS TO PUSH AT BUJUMBURA BUT WE WILL NEED MORE FEEDBACK BEFORE WE MAKE UP OUR MINDS".

GETTING THE OAU INVOLVED IN RECONCILIATION PROCESS

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FOR DIALOGUE, AND HELPING TO SET A TIMEFRAME FOR EVENTUAL
DISCUSSIONS. THIS WOULD CONSTITUTE THE "PRE-DIALOGUE"
PHASE. IN RESPONSE TO AMB. FRIEDMAN'S QUESTION WHETHER
THE RWANDANS APPEARED TO FAVOR EUROPEAN INTERMEDIARIES
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OVER AFRICAN INTERMEDIARIES, VAN DAELE REPLIED THAT THIS
DID NOT SEEM TO BE THE CASE.

12. THE BELGIAN GOVERNMENT HOPED NATIONAL DIALOGUE WOULD
BRING TOGETHER REPRESENTATIVES FROM POLITICAL PARTIES, THE
CHURCHES, NGO'S, AND CIVIL SOCIETY GROUPS TO TALK ABOUT
FUTURE DEVELOPMENT AND REHABILITATION OF INFRASTRUCTURE AS
WELL AS RECONCILIATION. BELGIUM WAS NOT PRESSING THE
RWANDAN GOVERNMENT TO CONCENTRATE ALL ITS EFFORTS ON
POLITICAL DIALOGUE BUT ON RECONCILIATION ACROSS A BROAD
SPECTRUM OF ISSUES.

13. THE SECOND ELEMENT IN BELGIAN STRATEGY WAS TO
PRESSURE UNHCR TO TACKLE THE QUESTION OF RWANDAN REFUGEES
IN BURUNDI. VAN DAELE TERMED REPATRIATING REFUGEES OUT OF
BURUNDI THE NEXT EASIEST TASK AFTER RESETTLING IDPS IN
RWANDA.

STRENGTHENING UNHCR'S HAND: AIMING FOR AN OGATA-PLUS PLAN

14. THE THIRD ELEMENT THE GOB WANTED TO TACKLE WAS
SECURITY IN THE CAMPS.

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[REDACTED] WHILE THE TANZANIAN MODEL HAD BEEN INVOKED TO JUSTIFY USING ZAIRIAN TROOPS, VAN DAELE SAID THE GOB VERY MUCH DOUBTED ZAIRIAN TROOPS WOULD BE SATISFIED WITH RECEIVING APPROXIMATELY 14 USDOLS PER DAY - THE AMOUNT NOW PAID TO TANZANIAN FORCES SECURING THE CAMPS IN TANZANIA. WITH UN FORCES GETTING AS MUCH AS 1000 DOLS DAILY IN SOME LOCATIONS, THE OPERATION COULD BECOME COSTLY AS THE ZAIRIANS TRIED TO EXTRACT AS MUCH MONEY AS POSSIBLE. FURTHERMORE, ZAIRE WAS NOT TANZANIA. THE LATTER HAD A FUNCTIONING GOVERNMENT, ABLE TO EXERCISE CONTROL OVER ITS MILITARY. ZAIRE IS DYSFUNCTIONAL.

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USG LEADERSHIP A REAL BOOST, SAY BELGIANS

16. VAN DAELE CONCLUDED THE MEETING BY EXPRESSING THE GOB'S DEEP APPRECIATION FOR USG SUPPORT. BY TAKING THE LEAD AND FORMING A COALITION TO TACKLE THE PROBLEMS, THE USG HELPED REACH AGREEMENT ON FUNDAMENTAL APPROACHES. VAN DAELE REQUESTED THAT AMB. FRIEDMAN FOLLOW UP WITH THE
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ACTION REQUEST: IF MEETING IS SCHEDULED, PLEASE ADVISE TIME AND DATE ASAP. END ACTION REQUEST.

17. AT THE STATE SECRETARIAT FOR COOPERATION AND DEVELOPMENT, CHEF DE CABINET SONIA GERLO TOLD AMB. FRIEDMAN THAT BELGIUM FOUND THE GENEVA MEETINGS ON RWANDA HELPFUL. SHE TERMED THE SUPPORT GROUP SESSION "USEFUL" BUT NOTED THAT "THERE WERE JUST TOO MANY PEOPLE THERE TO HAVE A CONFIDENTIAL EXCHANGE OF VIEWS." NEVERTHELESS, SHE PRAISED THE INCREASED COOPERATION PROMOTED BY THE MEETING, ESPECIALLY WITH INDIA AND JAPAN WHO DO NOT PARTICIPATE IN THE UNITED NATIONS EFFORT. SHE OBSERVED THAT INDIA SEEMS MORE WILLING TO COOPERATE WITH OTHER DONORS THAN A FEW MONTHS AGO, BUT THAT MORE DETAILS OF EVERY DONOR'S CONTRIBUTIONS IS NECESSARY TO FLESH OUT THE MODEL PLAN BEING DEVELOPED.

18. REGARDING THE UN ROUND TABLE ON RWANDA, GERLO
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EXPRESSED SATISFACTION WITH THE UNDP STUDY OF WHAT IS
NEEDED AS A "STIMULUS TO INCREASED COORDINATION,"

ESPECIALLY AMONG DONORS ON THE GROUND IN KIGALI. SHE ALSO PRAISED RWANDA'S STATEMENT OF GOOD INTENTIONS, WHICH IS AN ESSENTIAL FIRST STEP BECAUSE "AID WILL ONLY FOLLOW THE POLITICAL EVOLUTION IN THE COUNTRY AND CONCRETE STEPS TOWARDS RECONCILIATION AND RECONSTRUCTION." GERLO NOTED THE PROBLEM OF DEFINING HUMANITARIAN AND DEVELOPMENT AID BUT BELIEVES THAT PROBLEM IS MANAGEABLE. THE NEXT STEP, SHE SAID, IS TO DEFINE PRECISELY WHEN AND TO WHERE THE REFUGEES WILL RETURN AND HOW MANY "TEMPORARY TRANSIT

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FACILITIES" MUST BE CONSTRUCTED. GERLO STATED THAT THE UNCLASSIFIED
DONORS PLEDGES TALLING ABOUT USDOLS 1.5 BILLION IS
"GENEROUS CONSIDERING THE ABSORPTIVE CAPACITY OF THE
COUNTRY." THE ROUND TABLE SUCCEEDED BECAUSE IT WAS "WELL
PREPARED IN ADVANCE," SHE SAID "AND RWANDA ADOPTED A
REALISTIC ATTITUDE."

19. AMB. FRIEDMAN DID NOT CLEAR THIS CABLE BEFORE
DEPARTING POST.

BLINKEN
UNQUOTE CHRISTOPHER

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